

## Community Development Committee

Meeting date: October 4, 2021

For the Metropolitan Council meeting of October 13, 2021

**Subject:** City of Plymouth Dundee Nursery Mixed Use Redevelopment Comprehensive Plan Amendment, Review File 21855-4

**District(s), Member(s):** District 1, Judy Johnson

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Freya Thamman, Planning Analyst (651-602-1750)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

**Division/Department:** Community Development/ Regional Planning

### Proposed Action

That the Metropolitan Council adopt the attached Review Record and take the following actions:

1. Authorize the City of Plymouth to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for transit and forecasts.

### Background

The City of Plymouth submitted the Dundee Nursery Mixed Use Redevelopment comprehensive plan amendment on August 16, 2021. The amendment proposes to rezone approximately 24 acres from Commercial (15.5 acres) and Living Area-2 (6.8 acres) to Mixed Use-Residential (14.5 acres) and Public-Institutional (9.3 acres). The purpose of the amendment is to accommodate a mix of uses, including 210-unit market rate apartments and a 70,000-square-foot medical office building. The site is located at 16800 Highway 55 and 3755 Dunkirk Lane. This is the City's third amendment to its 2040 Comprehensive Plan.

In a letter dated April 22, 2021, the Council provided comments on the Dundee Mixed Use Redevelopment Environmental Assessment Worksheet (EAW). Council comments noted that a comprehensive plan amendment would be needed, which is addressed by this request. The letter also included transit comments reflecting the Transportation Advisory Board (TAB) regional solicitation award for Route 757, which is a new Highway 55 route from Plymouth to Downtown Minneapolis. MetroTransit and City staff have been coordinating regarding Route 757. MetroTransit staff will begin work this fall on a Highway 55 Transit Feasibility Study, which will include the cities along the route.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

**Funding**

None.

**Known Support / Opposition**

There is no known opposition.

# REVIEW RECORD

## CITY OF PLYMOUTH

### Dundee Nursery Mixed Use Redevelopment Comprehensive Plan Amendment

Review File No. 21855-4, Business Item No. 2021-257

## BACKGROUND

The City of Plymouth (City) is in central Hennepin County, bordered by Maple Grove to the north, Corcoran to the northwest, Medina and Orono to the west, Wayzata, Minnetonka, and St. Louis Park to the south, Golden Valley and New Hope to the east, and Brooklyn Park to the northeast.

*Thrive MSP 2040* (Thrive) designates Plymouth with a “Suburban Edge” community designation (Figure 2). The Council forecasts from 2020 to 2040 that the City will grow from 77,200 to 85,100 population and 31,800 to 34,700 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 53,900 to 61,500 jobs.

The Council authorized the 2040 Comprehensive Plan on June 26, 2019 ([Business Item 2019-133 JT](#), Review File No. 21855-1). This is the City’s third amendment to the Plan.

## REQUEST SUMMARY

The amendment proposes to reguide approximately 24 acres from Commercial (15.5 acres) and Living Area-2 (6.8 acres) to Mixed Use-Residential (14.5 acres) and Public-Institutional (9.2 acres). The purpose of the amendment is to accommodate a mix of uses, including 210-unit market rate apartments and a 70,000-square-foot medical office building. The amendment site is located at 16800 Highway 55 and 3755 Dunkirk Lane. This is the City’s third amendment to its 2040 Comprehensive Plan.

## OVERVIEW

### Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

### Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

### Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on June 26, 2019 ([Business Item 2019-133 JT](#), Review File No. 21855-1).
- The Council reviewed the Hollydale Residential Development Environmental Assessment Worksheet (EAW) (Review File No. 22408-1) on February 26, 2020. The EAW described the project as including up to 319 single-family detached homes on approximately 158 acres in northwest Plymouth and would include removal of existing structures, mass grading, installation

of streets and municipal utilities, as well as dedication of five acres of public park on land that had been occupied by the Hollydale Golf Course.

- The Council reviewed the Dundee Mixed Use Redevelopment EAW (Review File No. 22546-1) on April 22, 2021. The EAW described the project as 23.7-acre mixed use redevelopment with a new medical office building and multi-family residential housing, as well as an existing church and preschool that will remain on the site.
- The Mission Ponds amendment was administratively approved by the Council on April 23, 2021 (Review File No. 21855-2). The amendment, which is located at the northwest corner of 36th Avenue and Zachary Lane, reguided 7.32 acres from Living Area-1 (LA-1) to Living Area-2. The purpose of the amendment was to align the existing density of the Mission Ponds subdivision with the density in the City's 2040 Comprehensive Plan.
- The Hollydale amendment was approved by the Council on August 11, 2021 (Review File No. 21855-3). The purpose of the amendment was to reguide approximately 157 acres from Public/Semi-Public/Institutional to Living Area-1.

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

#### **Regional Parks**

*Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The proposed project associated with the amendment will not have an adverse impact on the Regional Parks System. The nearest units of the Regional Parks System – Clifton E. French Regional Park and the Medicine Lake Regional Trail – are approximately 2.3 miles to the east of the amendment site (Figure 1).

#### **Wastewater Service**

*Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs  
([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))*

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The Metropolitan Disposal System has adequate capacity for this project location.

#### **Transportation**

*Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*.

#### *Transit*

*Reviewer: Steve Mahowald, Metro Transit (MT) (651-602-612-349-7775)*

The proposed amendment conforms to the TPP for transit review. The parcels covered in the amendment area were noted as the terminal location for the proposed Route 757 which would provide Bus Rapid Transit (BRT) service between Plymouth and downtown Minneapolis via Highway 55. The

Transportation Advisory Board (TAB) recently awarded and approved a \$4.6 Million regional solicitation funds for Route 757. The terminal location for Route 757 will need to provide an area for 757 buses to turnaround and layover. The layover location will need to accommodate at least two 757 buses and provide access to a restroom for the route operators.

### **Advisory Comments**

The Dunkirk/Dundee site is currently identified as the terminal for Route 757. Metro Transit understands and is considering that there may be a more appropriate terminal location than the Dunkirk/Dundee site as long as it meets the criteria noted above and does not result in an increase in travel time. Metro Transit will continue to coordinate with the City to determine an appropriate terminal location for Route 757, including as part of an upcoming Highway 55 Transit Feasibility Study.

### **Consistency with Council Policy**

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

### **Forecasts**

*Reviewer: Todd Graham, CD – Research (651-602-1322)*

The City states no forecast adjustments are required and Council staff concur. This land use change expands the housing capacity of Plymouth. The subject development fits within the current communitywide forecast. However, this development was not expected by the City's Transportation Analysis Zone (TAZ) allocation of forecasts. The subject site is a small part (eastern end) of TAZ #891. The City's 2040 Comprehensive Plan expected this zone to gain zero (0) households, +10 population, and +10 jobs during 2020-2040.

### **Advisory Comments**

Separate from this Council action, Council staff are responsible for TAZ data maintenance. Council staff will revise the TAZ allocation, considering larger numbers: +210 households, +500 population, and +90 jobs added to the 2030 and 2040 forecasts. The re-allocated amounts will be debited from the remainder of Plymouth, leaving the communitywide totals unaffected. City staff are welcome to contact Council Research to discuss.

### **Thrive MSP 2040 and Land Use**

*Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)*

The amendment is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City as a Suburban Edge community (Figure 2). Suburban Edge communities need to plan and stage development for forecasted growth at overall average net residential densities of at least 3-5 units per acre.

The Dundee Nursey Mixed Use Redevelopment amendment proposes to reguide approximately 24 acres from Commercial (15.5 acres) and Living Area-2 (6.7 acres) to Mixed Use-Residential (14.5 acres) and Public-Institutional (9.2 acres) (see Figures 3-4). The purpose of the amendment is to accommodate a mix of uses, including 210-unit market rate apartments and a 70,000-square-foot medical office building. The Plan indicates that Mixed Use Residential (MXD-R) must include a residential component and is expected to demonstrate a higher standard of site and building design.

As shown in Table 1 below (change underlined), with this land use change, the City has a planned minimum residential density of 3.6 to 5.8 units per acre, which is consistent with Council land use and density policy for a Suburban Edge community.

Table 1. Planned Residential Density, City of Plymouth

Category	2018-2040 Change				
	Min	Max	Net Acres	Min Units	Max Units
Living Area – 1	2	3	362.4	725	1,087
Living Area – 2	3	6	206.7	620	1,240
Living Area – 3	6	12	20.1	121	241
Living Area – 4	12	20	13.5	162	270
Mixed Use – Residential	12	25	34.3	412	858
Mixed Use – Residential Dundee			<u>14.5</u>	<u>210</u>	
<i>Underutilized Opportunities</i>					
Underutilized LA-4	12	20	3.6	43	72
Mixed Use and City Center Opportunities	12	20	4.25	51	85
	<b>TOTALS</b>		<b>659.4</b>	<b>2,343</b>	<b>3,853</b>
			<b>Overall Density</b>	<b>3.6</b>	<b>5.8</b>
<i>Calculation based on Table 3-3. The Plan indicates that development within the Mixed Use-Residential category must include residential uses.</i>					

## Housing

Reviewer: Hilary Lovelace, CD - Housing (651-602-1555)

The amendment is consistent with the Council's 2040 Housing Policy Plan. The City's share of the region's affordable housing need from 2021-2030 is 588 units. With this amendment, the City has over 71 acres available guided at densities high enough to support this need.

Plymouth is an active participant in Livable Communities programs and was most recently awarded \$456,300 for environmental clean-up at the Dundee Nursery Redevelopment site. No affordable units are planned at this site.

## Natural Resources

Reviewer: Cameran J. Bailey, CD – Local Planning Assistance (651-602-1212)

The proposed development includes two new stormwater management basins with enhanced features, one underground filtration system, modification of one filtration basin, and one existing rain garden, and protection of one wetland. This treatment will bring the site to current rules and standards. The applicant will finalize compliance with City and watershed requirements pertaining to drainage and treatment of runoff.

## Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

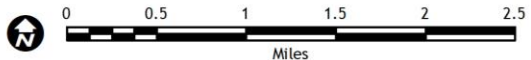
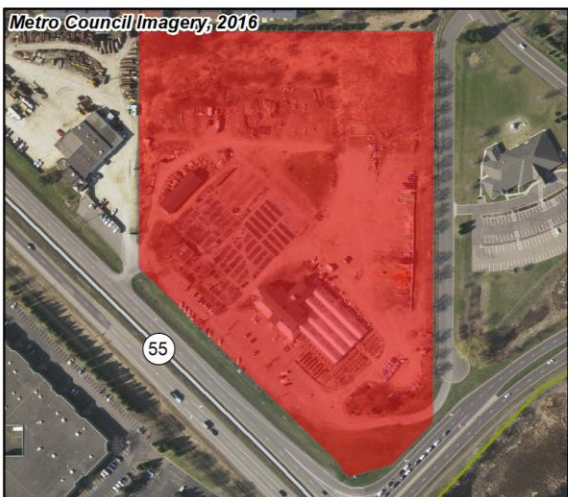
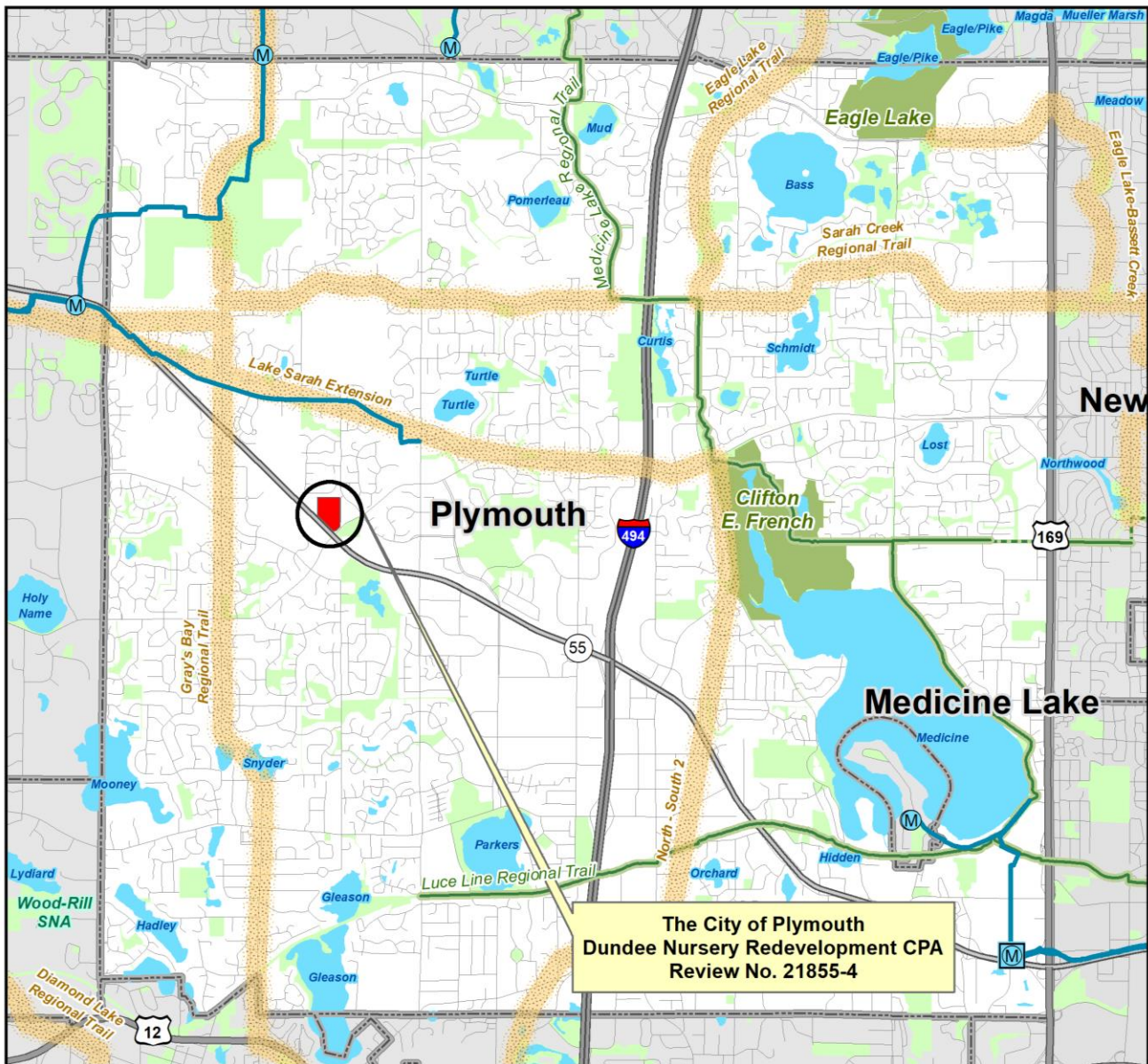
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding



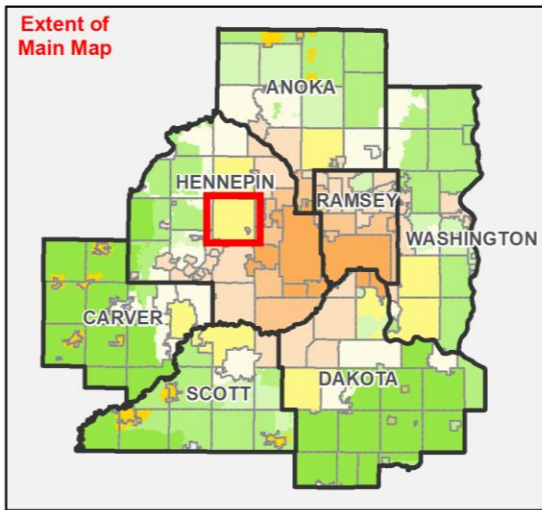
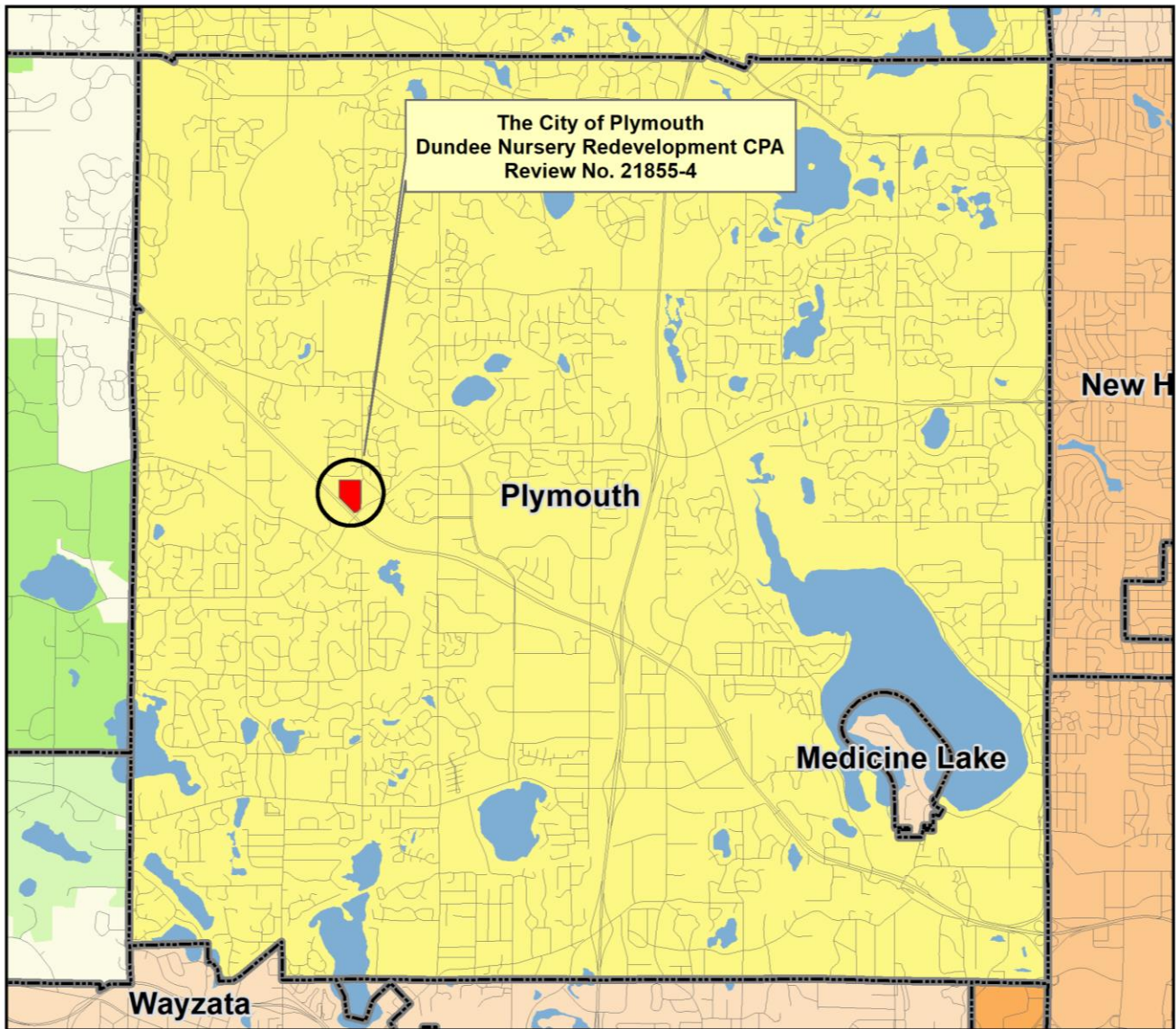
Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
    - Existing
    - Planned Current Revenue Scenario
    - Planned Current Revenue Scenario - CTIB Phase 1 Projects
    - Potential Increased Revenue Scenario
  - Water Treatment**
    - Meters
    - MCES Interceptors
    - Lift Stations
    - MCES Treatment Plants
  - Regional Highway System**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
    - Ncompass Street Centerlines
  - Regional Parks**
    - Existing (Open to Public)
    - In Master Plan (Not Open to Public)
    - Planned Units
    - Other Parks, Preserves, Refuges and Natural Areas
  - Regional Trails**
    - Existing (Open to Public)
    - Existing (Not Open to Public)
    - Planned Regional Trails
    - Regional Trail Search Corridors



Figure 2. Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Figure 3. Current Land Use Guiding



2021032  
 Dundee Nursery 16800 Highway 55 &  
 Plymouth Presbyterian Church, 3755 Dunkirk Lane  
 Request for Reguiding, Rezoning, and Preliminary Plat

**Current Guiding**

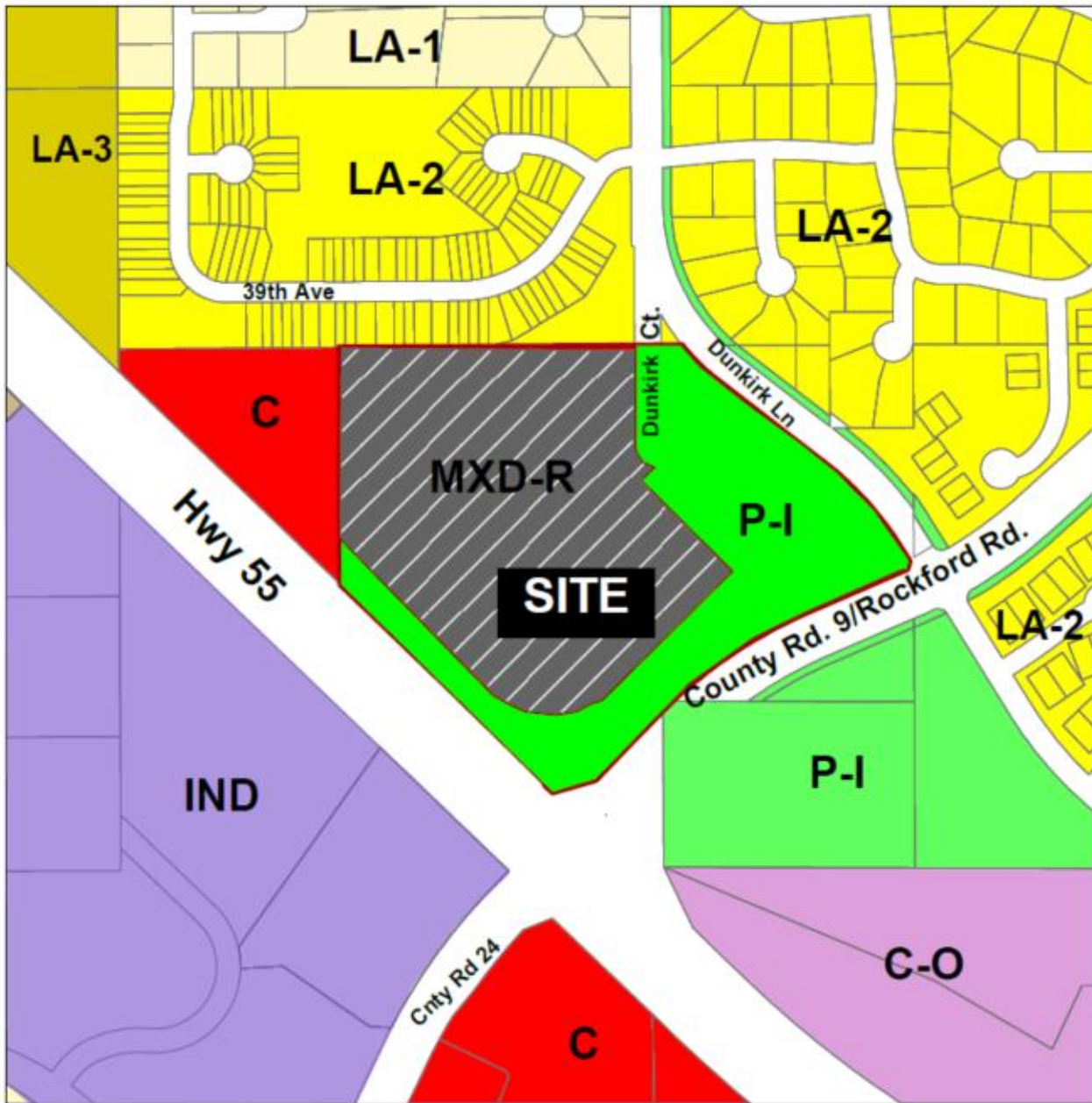


**Legend**

- Commercial, C
- Living Area Rural Transition, LA-RT(UP TO 1)
- Living Area Rural 1, LA-R1 (1-2)
- Living Area Rural 2, LA-R2 (2-4)
- Living Area Rural 3, LA-R3 (4-6)
- Living Area 1, LA-1 (2-3)
- Living Area 2, LA-2 (3-6)
- Living Area 3, LA-3 (6-12)
- Living Area 4, LA-4 (12-20)
- Public/Semi-Public/Institutional, P-I
- Commercial Office, CO
- City Center, CC
- Planned Industrial, IP



Figure 4. Proposed Land Use Guiding



2021032  
 Dundee Nrusery 16800 Highway 55 &  
 Plymouth Presbyterian Church, 3755 Dunkirk Lane  
 Request for Reguiding, Rezoning, and Preliminary Plat

**Proposed Guiding**



**Legend**

- Commercial, C
- Living Area Rural Transition, LA-RT (UP TO 1)
- Living Area Rural 1, LA-R1 (1-2)
- Living Area Rural 2, LA-R2 (2-4)
- Living Area Rural 3, LA-R3 (4-6)
- Living Area 1, LA-1 (2-3)
- Living Area 2, LA-2 (3-6)
- Living Area 3, LA-3 (6-12)
- Living Area 4, LA-4 (12-20)
- Public/Semi-Public/Institutional, P-I
- Commercial Office, CO
- City Center, CC
- Planned Industrial, IP

